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STRATEGY RESEARCH PROJECT

PROMOTING SUSTAINABLE DEVELOPMENT THROUGH ENGAGEMENT

BY

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USAWC STRATEGY RESEARCH PROJECT

Promoting Sustainable Development

Through Engagement

Ву

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ABSTRACT

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A core objective of the United States' national security strategy is to promote America's prosperity at home and abroad. Prosperity abroad can only be achieved through sustainable economic development that is unimpeded by environmental and natural resource issues. The benefits of achieving sustainable development include improved prospects for democracy, increased demand for U.S. exports, reduced stress on the global environment, less likelihood of crime, improved health, reduced poverty and bolstered regional stability. In A National Security Strategy for a New Century (NSS) (October 1998) the U.S. strategy to promote sustainable development includes environmentally sound approaches by private investors and lenders, use of technology transfer, provision of multilateral financial and technical assistance and greater emphasis on international environmental agreements.

Regional conflict and instability can often be traced to the failure to achieve sustained economic development and its

attendant consequences. Frequently the military is charged to ameliorate the immediate consequences by deploying forces in a crisis situation. However, the military is not proactively involved in addressing the root causes of these conflicts through the national security strategy of engagement.

The purpose of this paper is to review the U.S. strategy of engagement to promote sustainable development with a focus on the Department of Defense responsibilities and capabilities.

The EUCOM area of operations will be used for specific examples.

After analysis of the current strategy, specific recommendations will be made to improve the current strategy of engagement by the Department of Defense.

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INTRODUCTION

The construction of a pipeline to carry water from the Zambezi river to Zimbabwe's second largest city, Bulawayo has come a step closer, though neighboring countries have not yet signed an agreement over the use of the Zambezi waters. ... Botswana, South Africa and Zambia are also short of water and badly affected by drought. Three years of poor rains have caused water tables to fall to alarmingly low levels. Three countries have still not signed the protocol on sharing the Zambezi waters, which was originally agreed at a SADC summit in Johannesburg, in September 1995. Zambia's energy minister, Edith Nawakwi has said that diverting the water will jeopardize Zambia's chances of development while benefiting Zimbabwe and other southern countries. Zambians point out that the reduced river flow might damage their big tourist attraction at Victoria Falls and reduce the output form the Livingstone power station. Zambian foreign ministry spokesman Mulenga Mwewa warns that continuing refusal to sign the water sharing protocol "might kill the intention of regional cooperation as advanced by the SADC charter." The Zimbabwe pipeline has also been criticized by environmentalists who say that it could cause environmental damage, disturbing humans and animals and affecting the smooth flow of the Zambezi River. 1

Throughout the developing world the pressure of burgeoning populations is stressing the capabilities of governmental institutions to provide the basic necessities for life. Whether it's the demand for water from the Zambezi River or polluted air and water in the Central and Eastern European countries, nations are failing to provide their population potable water, sufficient food, an unpolluted environment and an economic opportunity to survive. This failure has consequences which

range from increased poverty and mass migrations across borders to ecological ruin and severe humanitarian crisis with significant loss of life.

The 1987 World Commission on Environment and Development defined sustainable development as "meeting the needs of the current generation, without undermining the ability of future generations to meet their own needs." This definition will suffice for the purpose of this paper, with the elaboration that 'meeting the needs' connotes providing the basic necessities to survive. Sustainable development can be achieved only through a complex marriage of numerous factors, typically including culture, politics, economic variables, the environment and geographic issues. This paper will address only the environment and natural resources issues that impact economic development.

Promoting sustainable development abroad is in the U.S. national interest because 'our values demand it' and it supports the national objective of bolstering our economic prosperity. Operation Restore Hope in Somalia and Operation Support Hope in Rwanda, two examples of U.S. humanitarian assistance, may have been preventable had the U.S. had a long-term strategy to address the underlying environmental causes. While this responsibility falls principally to the State Department and U.S. Agency for International Development (USAID), the U.S. military shares in the responsibility. Because the instability

created by these conditions frequently leads to conflict or humanitarian response missions for the military, regional Commanders in Chief (CINC) should become involved prior to the onset of a crisis.

The U.S. National Security Strategy establishes the policy of engagement and stresses the importance of sustained development abroad. This paper will discuss the pressures inhibiting sustained development abroad, the U.S. strategy of engagement, the Department of Defense' implementation of this strategy and how it can be improved. While the discussion will address worldwide issues, specific examples will be drawn from the European Command's area of operations, which includes most of Eastern Europe and Africa.

FORCES INHIBITING SUSTAINABLE DEVELOPMENT

An effective strategy to promote sustained economic development must recognize the countervailing pressures inhibiting attainment of this goal. Identification of these pressures enables the strategist to anticipate trends and consequences, establish realistic goals, plan for unavoidable outcomes and develop effective strategies that address the root causes. Because of its operational mission, the military is uniquely adept at assessing the situation, determining a mission

or objective, developing integrated, flexible plans and effectively executing the plans.

The single greatest cause of the world's inability to sustain growth and development is its uncontrollable population explosion. From 1650 to 1900 the world's population grew from 0.5 billion people to 1.6 billion and was doubling approximately every 140 years. By 1970 there were 3.6 billion people, a doubling in only 70 years. By 1991 this had grown to 5.4 billion people on earth. Growth has now reached exponential proportions with most occurring in the developing world. Estimates are that over the next 50 years the population will exceed 10 billion. This population boom creates enormous pressure on the world's limited natural resources, especially if used inefficiently.

The most severe strain on natural resources will occur with the availability of water. In developing countries agriculture accounts for 90% of fresh water consumed. This demand will increase as nations attempt to increase crop production to provide for expanding populations. In 1990 over 1.2 billion people lacked access to safe drinking water and 1.7 billion had inadequate sanitation. Another high demand for fresh water is industrial usage. As developing countries endeavor to provide employment and transition from agricultural to industrial based economies, this demand will increase. Some are beginning to

question whether the hydrologic cycle can provide sufficient water to meet the demands of increasing population.⁵

Next to fresh water, food supply can also be difficult to resolve. Almost one billion people have insufficient food for an active working life. Each year 14 million children die of hunger, equivalent to almost 10% of all children born. While a food crisis is not considered imminent, it is severe in Africa. The 27 countries with household food security problems, 22 are in Sub-Saharan Africa. Estimates of the number of Africans at risk range from 5 to 20 million. The problem can only be exacerbated by the dramatic population growth, which Africa is experiencing.

There is also significant evidence of continued damage to the environment, as local degradation contributes to widening regional and/or global problems. Examples abound of man's impact on nature. The 2% decline in the average global concentration of ozone in the stratosphere between 1969 and 1986 has been linked to increased exposure to ultraviolet radiation, which inhibits crop production and causes skin cancer. The amount of carbon dioxide in the atmosphere is now increasing at a rate of 0.5% a year, affecting global temperatures and sea levels. Erosion eliminates 6 to 7 million hectares of agricultural land each year and an additional 1.5 million hectares are lost to waterlogging, salinization and

alkalinazation. There are numerous other examples to include deforestation, water pollution, radiation poisoning, etc. The negative impact human activities are having on the earth may be irreversible if continued unabated.

What is the impact of this environmental degradation and loss of natural resources? The situation in Central and Eastern Europe (CEE) provide us some examples. First, there is the health impact. Air pollution appears to be the cause of an infant respiratory disease rate that is 20 times that of North America. One in five Czech premature deaths are believed to be caused by environmental hazards. CEE governments report that crop yields have been reduced by 15 to 20 percent as a result of soil contamination. Labor availability, productivity and health care costs inhibit economic growth. One estimate is that 2 to 11 percent of the CEE's Gross Domestic Product is lost to pollution. Other impacts include migration to urban areas to find employment, decreasing foreign investment due to a lack of confidence in commercial enterprises and possible conflict over competition for diminishing natural resources.

Once demographic trends, food and water shortages and patterns of irreparable environmental degradation are identified, their potential or actual contribution to potential humanitarian crisis or regional conflict must be determined. If the military is to be deployed to protect U.S. interests in the

area, it must understand the underlying causes of the crisis.

Failure to appreciate these forces impedes implementation of an effective and lasting military response. Proactive U.S. military engagement in sustained development issues not only equips the military with the background to make sound policy recommendations to the National Command Authority but also builds the local relationships which can prove beneficial during the crisis.

NATIONAL EFFORTS

The objective of any strategy of engagement must be to build strong national institutions and develop local human resources in order to create national capabilities. Many nations are working within their capabilities to responds to crisis situations. If feasible, U.S. engagement activities should build on national efforts to address development problems.

In June 1992, the United Nations convened an international conference in Rio de Janeiro, commonly called the Earth Summit, in order to develop an action plan for sustainable development. The result was a document called Agenda 21, which laid out a global action plan for international cooperation to address the dual problems of worsening poverty and continuing deterioration

of the environment. The conference also produced the *Rio Declaration of Environment and Development*, which laid out 27 key principles to guide the integration of governmental policies. Additionally, the plan called for all participating nations to develop National Councils for Sustainable Development (NCSD). These councils were to oversee implementation of the Earth Summit agreements and to provide a forum for all stakeholders, government and non-governmental, to participate in the resolution of environmental problems.

Most African nations have established a NCSD with the aim to resolve conflicts and build consensus among the public and other affected stakeholders. At a regional environmental conference held in October 1997, Mr. Dorm-Adzobu, Earth Council Area Manager for West and Central Africa, made the following recommendations to address Africa's difficulty in managing sustainable development:

- Stronger policy interventions backed by genuine national consensus.
- Strong and sustained political will to implement policy reforms.
- Introduction of innovative management systems, coupled with the widespread application of better and appropriate technologies.

- Integration of environment and ecological issues into decision-making at all levels, and given equal priority with economic and social concerns.
- African countries must themselves "own" the environment and ecosystem idea and interpret it in relation to African peoples' daily needs and the need for economic growth.
- Development of human resources, institution building and a strong legal and policy framework related to natural resources issues.
- Support for natural resource management at the local level through participatory methods, information systems and appropriate financial mechanisms.
- Establishment of new kinds of effective partnerships:
 between national governments and their own citizens, and
 with the international community.¹⁰

The complexity of sustainable development issues mandate that they be resolved at the local or regional level. The recommendations for managing sustainable development are similar in Europe and Africa.

The U.S. military has capabilities that address most of the difficulties listed above. The military has employed innovative management systems over the last 20 years as it balanced its

training needs with numerous environmental restrictions. DOD has applied the latest technological advances in managing hazardous wastes, protecting natural habitats and cleaning contaminated sites. It has thoroughly integrated environmental and ecological issues into its decision-making processes through implementation of the National Environmental Policy Act. At every installation it has established a relationship with the local governments and the public in order to build trust and gain support. Additionally, the U.S. military is an organization that trains its soldiers continuously. Integral to the Army, the Corps of Engineers has been instrumental in all of these areas, whether devising training courses, producing Environmental Impact Statements or establishing land management schemes. 11 The DOD, and particularly the Corps of Engineers, has significant expertise and experience that could be applied to sustainable development problems abroad.

MULTILATERAL EFFORTS

The United Nations (UN) has also taken a leadership role in promoting environmental protection and assisting countries with implementation of sustained development. The Global Environmental Fund (GEF) was established by the UN to provide "new, and additional, grant and concessional funding to meet the

agreed incremental costs of measures to achieve agreed global environmental benefits in the areas of biological diversity, climate change, international waters, and ozone layer depletion." Implementing Agencies for this fund are the UN Development Program, the UN Environment Program and the World Bank. The intent of this funding is not to provide a country with sustainable development funding, but to provide that incremental funding above sustainable development costs necessary to achieve global environmental benefits.

Why is this significant? Given limited resources it is imperative that foreign assistance be efficient and not duplicative. Therefore, U.S. federal organizations must understand the full range of assistance provided to a country. The GEF is currently funding several projects in Africa with a few listed below to give one an appreciation of their scope. 13

Biological Diversity - A \$742M project in Cote D'Ivoire, Ghana, Guinea, Liberia, and Sierra Leone designed to provide decision-makers with up-to-date scientific information necessary to establish conservation priorities for the Upper Guinea Forest Ecosystem.

International Waters - The Lake Victoria Environmental

Management project is allocated \$77.6M with the intent of

developing a program to address overfishing, eutrophication and algae levels, pollution and invasive exotic species like water hyacinth.

These projects build national institutions and processes that should provide lasting effect. Unfortunately, many of these projects suffer delays resulting from a lengthy and complex approval process, agency reviews and lack of host nation funding. 14

The World Bank has also been instrumental in promoting sustainable development. In July 1992, the Bank formally endorsed the National Environmental Action Plan (NEAP) process and began to advise all member countries of the International Bank for Reconstruction and Development to prepare NEAPs. The NEAP is intended to be a "comprehensive action-oriented planning exercise" designed to assist governments manage the cost of environmental degradation. The Bank estimates the annual cost of environmental damage runs from 4% of GDP in Ghana, to 5-15% of GDP for Madagascar, 13% of GDP in Nigeria and 20-25% GDP in Burkina Faso. In Eastern Europe the annual costs are lower but still substantial— 3-4% of GDP for Poland, 5% of GDP for Hungary and 5-7% of GDP for the Czech and Slovak Republics. In order to minimize this drain on GDP, as of March 1995 over 90 countries had started the NEAP process.

In order to ensure a locally supported, fully coordinated program, developmental assistance provided bilaterally should support the NEAP and not duplicate national or multinational efforts. U.S. embassy Economic Sections and their USAID representatives are best suited to track these efforts. DOD could augment their efforts with the environmental or engineering expertise needed to conduct program management. Program management entails oversight of multiple projects, to include tracking project objectives and application of resources, providing technical project background and oversight of contract management. The Army Corps of Engineers has gained a worldwide reputation for excellence in its water resources program and could not only develop this expertise nationally but provide program oversight to U.S. agencies (like State and DOD).

U.S. STRATEGY and INITIATIVES

U.S. national interests, as outlined in <u>A National Security</u>

<u>Strategy for a New Century</u> (NSS) (October 1998) are threefold—

to enhance U.S. security, to bolster America's economic

prosperity and to promote democracy abroad. Critical to

fostering economic prosperity within the U.S. is the need to

promote sustainable development abroad. The NSS states that

environmental and natural resource issues can impede sustainable

development efforts and create regional instability. ¹⁶ The NSS categorizes U.S. interests as vital, important or humanitarian and other. Global environmental issues are considered 'important' and sustainable development is a 'humanitarian and other', ¹⁷ interest. The NSS reiterates that sustainable development improves the prospects for democratic governments and also places demands on U.S. exports.

The NSS outlines two principal ways to address sustainable development - foreign assistance and global environmental agreements. Foreign assistance is focused on four key elements of sustainable development: population and health, economic growth, environmental security and democracy. Specific programs or projects are not described. It also describes a plan to address the problem through international agreements on 7 global problems (climate change, ozone depletion, fishery management, population growth, forestry management, hazardous waste management, and biodiversity loss) and to dedicate technical assistance to one regional problem (environmental pollution in CEE). The Administration's Climate Change Action Plan also encourages private U.S. businesses and non-governmental organizations to support global environmental issues and promote sustainable development. Global environmental issues generally impact sustainable development only in the long term.

The NSS describes the military's role in shaping the environment as essential to building coalitions. 18 Overseas presence and peacetime engagement activities such as defense cooperation, security assistance, training and exercises are the cornerstone of the military's engagement activities. Also, the military promotes development of professional, foreign militaries through military-to-military contacts and cooperation with the Partnership-for-Peace nations. The NSS focuses on the assistance provided foreign militaries and does not describe a role for the military in promoting sustainable development abroad.

Within the U.S. government the State Department (DOS) has primary responsibility for all matters involving international relations, to include foreign aid. In Environment and U.S. Foreign Policy (1997) the DOS outlines the Administration's priorities in addressing the international environmental threat. The document specifies five global environmental issues that it is addressing through international agreements: climate change, toxic chemicals and pesticides, biological diversity, forest loss and ocean degradation. At the regional level DOS' strategy is to integrate environmental issues into diplomacy by establishing regional environmental hubs in key embassies to address transboundary environmental problems that can be solved through cooperation between affected

nations. The first six hubs opened in San Jose, Costa Rica;
Tashkent, Uzbekistan; Addis Ababa, Ethiopia; Katmandu, Nepal;
Amman, Jordan; and Bangkok, Thailand. Six more were scheduled to open in 1998.

The NSS fails to assign federal agency responsibility for the local and regional sustainable development issues that if addressed, could support the national interest of bolstering America's prosperity. The military does not have an assigned role despite the fact that it has an increasing role in the humanitarian crises created by the lack of development. The DOS is focused on global environmental issues and their accompanying international agreements. Global environmental issues only marginally impact sustained economic development at the local level. Only one U.S. agency, the U.S. Agency for International Development (USAID), which falls under the general direction of the State Department, has a true sustainable development

The Foreign Assistance Act of 1961 established the USAID with the mission to supervise and administer the U.S. development assistance program. Their current mission statement reads as follows:

USAID contributes to U.S. national interests through the results it delivers by supporting the people of developing and transitional countries in their efforts to achieve enduring economic and social progress and to participate more fully in resolving the problems of their countries and world.

In cooperation with governmental and non-governmental bodies,
USAID assesses the needs of a country including its commitment
to sustainable development and develops a country-specific plan
to address these needs. In compliance with the Government
Performance and Results Act, USAID has delineated strategic
goals, performance goals (or trends) and indicators in order to
measure its effectiveness, as shown below.

GOAL: The world's environment protected for long-term sustainability.

USAID OBJECTIVES:

- The threat of global climate change reduced.
- Biological diversity conserved.
- Sustainable urbanization including pollution management promoted.
- Use of environmentally sound energy services increased.
- Sustainable management of natural resources increased.

PERFORMANCE GOALS:

- National environmental management strategies prepared.
- Conservation of biologically significant habitat improved.
- Rate of growth of net emissions of greenhouse gases slowed.
- Urban population's access to adequate environmental services increased.
- Energy conserved through increased efficiency and reliance on renewable sources.
- Loss of forest area slowed.

INDICATORS:

- National environmental management strategies.
- Nationally protected areas (hectares, percent of total land area).
- Carbon dioxide emissions, average annual rate of growth.

- Percent of urban population with access to safe drinking water.
- Percent of urban population with access to sanitation services.
- GDP per unit of energy use.
- Percent of energy production from renewable sources.
- Annual change in total forest area.
- Annual change in natural forest area.
- Annual change in plantation forest area.

How does USAID pursue these goals and objectives?

Principally through partnering with host nation governments,

non-governmental organizations, U.S. businesses, academic

institutions and other U.S. government agencies. Additionally,

it has long used the skills and expertise of other U.S.

government agencies to provide technical assistance. 19

USAID is the primary recipient of federal funding for economic aid abroad. Organizations disbursing U.S. economic aid in 1997 were as follows: 20

ORGANIZATION	1997 APPROPRIATION (\$M)
USAID	7,723
Other U.S. Aid Organizations	251
World Bank Group	742
Regional Multilateral Development Bank	245
UN & other International Organizations	272
Export-Import Bank	715

The USAID economic aid for 1997 consisted of the following programs:

1997 APPROPRIATION (\$M)

Bilateral Development Assistance	3,400
Economic Support Fund (ESF)	2,300
Humanitarian Assistance (Crisis Response)	1,700
Aid to Eastern Europe & Former USSR	1,400

Only the first and last of these programs are available for sustainable development projects because 85% of the ESF is predesignated for Israel and Egypt.

In summary, other than the U.S. contribution to multilateral institutions, USAID is predominately responsible for all U.S. foreign assistance funding. USAID has a strategic plan, with goals, objectives, performance measures, methodologies (partnering, technical assistance, project development), and means (foreign assistance, other U.S. agencies, and U.S. business) to execute its strategy.

What is the role of the Department of Defense (DOD) in promoting sustainable development? In order to execute the President's NSS, the DOD has developed a strategy of 'shape-respond-prepare' that includes shaping the international environment (in addition to preparing for conflict and responding with military force). DOD has established six corporate-level goals and an accompanying performance plan to focus its efforts. The first goal is to -

Shape the international environment through DOD engagement programs and activities:

- Support friends and allies by sustaining and adapting security relationships.
- Enhance coalition capabilities.
- Promote regional stability.
- Prevent or reduce threats and conflict.

The evaluation of this goal consists of three elements:

- U.S. security arrangements and the ability of the U.S. military to engage in coalition warfare.
- The level of significant conflicts and regional instability.
- An assessment of new DOD programs to promote stability and reduce conflict.

Because the direct linkage between engagement activities and conflict is difficult to determine, the evaluation is predominately subjective.²¹

The 1997 National Military Strategy outlines the strategic direction of the U.S. Armed Forces in response to the NSS and at the direction of Office of the Secretary of Defense. The military strategy is one of shaping the international environment through peacetime engagement activities, to include information sharing, military-to-military contacts and increased security measures. This strategy recognizes that threats to the environment have the potential to impede economic growth and democratic development and could lead to conflict. However, it does not identify specific measures to address threats to sustainable development and, in fact, it recognizes that the military by itself can rarely address the root cause of

conflict.²² Generally, the military's involvement with sustainable development abroad is limited to sharing of environmental expertise with other militaries with emphasis on military operational activities.

Each regional commander in chief (CINC) is responsible for developing a Theater Engagement Plan (TEP) which links regional objectives to engagement activities. The intent of these engagement plans is to establish conditions in peacetime that will reduce the potential for conflict. Each CINC has developed a TEP that is unique to his region and these regional plans form part of a globally integrated family of engagement plans. ²³

In an August 8, 1996, address, the Deputy Under Secretary of Defense (Environmental Security) (DUSD(ES)), Ms. Sherri Goodman described the environmental security challenge as twofold. First, "to understand where and under what circumstances environmental degradation and scarcity may contribute to instability and conflict and to address those conditions early enough to make a difference." Second, "to determine where military environmental cooperation can contribute significantly to building democracy, trust and understanding." These statements constitute the intent of the DOD environmental security initiatives and CINC TEPs.

As in all military operations the first step is to assess the current situation. The Intelligence Community (National

Security Agency, Defense Intelligence Agency and Central Intelligence Agency) routinely provides intelligence information to the DOD, which facilitates the analysis of environmental trends and the impact of natural disasters. National reconnaissance systems can provide imagery displaying land degradation, desertification, deforestation, the spread of contaminants and the impact of disasters such as forest fires, volcanic eruptions, and flooding. The Intelligence Community also regularly tracks the availability of natural resources (oil, gas, and minerals). 25 Additionally, the Director of the Central Intelligence's Environmental Center is developing an environmental forecasting system called Environmental Indicators and Warning System, to aid in this effort. 26 This information is vital to the CINC in his identification of environmental issues with the potential for conflict or which could lead to significant humanitarian concerns.

On July 3, 1996, the DOD, Environmental Protection

Agency and the Department of Energy entered into a Memorandum of

Understanding Concerning Cooperation in Environmental Security.

The purpose of this MOU is to coordinate efforts to enhance the

environmental security of the U.S. It establishes a framework

for sharing information, coordinating research and development,

conducting training and many other activities that they choose

to address jointly.²⁷ This is significant because it provides the

CINCs an enormous pool of expertise to apply toward sustainable development activities abroad.

EUROPEAN COMMAND THEATER ENGAGEMENT

EUCOM's concept on shaping the environment is described in the introduction to the EUCOM's TEP:

We use presence to actively mold the security environment in peacetime—this is what is meant by "engagement." Our aim is to reduce the conditions that lead to conflict. The Command's engagement activities have a tremendous beneficial impact promoting democratic ideals and principles, and we will continue to pursue peacetime engagement vigorously. 28

EUCOM has several initiatives to implement this strategy. 29 The command's programs include the Joint Contact Team Program, environmental conferences, and military-to-military contacts.

The Joint Contact Team Program is designed to integrate an environmental management organization into each nation's military and to educate and train military personnel on proper environmental management. Environmental issues covered include hazardous waste management, remediation and cleanup, marine pollution, training/maneuver areas, and establishment of training programs and compliance assessments. The Joint Contact Team is manned primarily by teams on temporary orders and individual reservists on temporary active duty.

NATO is the vehicle of choice for EUCOM engagement activities in Western and Central Europe. Annually EUCOM officials attend a NATO Partnership-for-Peace Environmental Conference. These conferences prove invaluable in building relationships, providing information and effecting coordination. However, EUCOM has few shaping activities in sub-Saharan African due to constrained resources, limited permanent presence and the extensive nature of the region's problems.

NATO's Committee on the Challenges of Modern Society (CCMS) was established in 1969 to develop solutions to 'social' problems by applying the expertise and technology of member countries to practical problems and to propose solutions at the national level. It meets twice a year and performs its work in a decentralized basis by assigning pilot studies to members. To date over 50 pilot studies have been completed and 18 are currently underway. Of the latter, in 1996 CCMS initiated a pilot study entitled "Environment and Security in an International Context," intended to look at security risks associated with environmental problems and to propose an action plan to address them. This study should address the impact of environmental pollution on sustainable development in the CEE and NIS.³⁰

ANALYSIS OF U.S. STRATEGY

There are three primary components to any strategy - ends (objective), ways (courses of action) and means (resources). A coherent strategy must be built on a sound relationship between each. The intent of this analysis is to review the U.S. strategy of promoting sustainable development, determine if the means support the ends, and if not, recommend action to improve the strategy.

The NSS lists 'Promoting Sustainable Development Abroad' as a sub-element of the core objective— 'To Promote America's Prosperity' at home and abroad. However, promoting sustainable development is not considered a vital or important interest; it is a 'humanitarian or other' interest. Given the experience of Rwanda, Somalia and Haiti and other military deployments, promoting sustainable development is a legitimate national security issue, but should be justified more on the basis of regional stability and humanitarian concerns, not indirect economic ties.

The NSS identifies foreign assistance programs, environmentally sound private investment, and support of multilateral programs as the ways to achieve this goal. 31 While each of these programs contributes in their own way, the NSS fails to prescribe a coherent methodology to address the

problem. Sustainable development is a national and regional problem, requiring solutions at that level. It cannot be addressed through international agreements regarding the world's greenhouse gases (i.e. Climate Change Action Plan) or by encouraging private investors to conduct their business in an environmentally sound manner. Current efforts are not focused on the root cause(s) of failed economic development.

The NSS also does not emphasize the necessity of employing a comprehensive, interagency and multinational approach. To be effective all available resources must be coordinated and focused. The current efforts by the UN and U.S. agencies are disjointed. The UN project aid augments nationally funded projects that contribute to global environmental problems, not regional sustainable development. USAID is the sole U.S. agency with a clear mission to support sustainable development abroad. However, its approach lacks interagency participation. The NSS does not assign the DOD a role in sustainable development, despite its experience, expertise and regional presence. The NSS fails to establish an interagency, collaborative effort to address the root causes of failed development abroad.

Should the military take the lead in resolving environmental problems that are not related to foreign militaries and are not deemed as threats to regional stability?

No, because there is another federal agency, USAID, with the

An overlaying DOD structure is not needed. needed is coordination, communication, and focused application of limited resources onto those issues most likely to hinder sustained development or to create regional instability. the recent history of military deployments in support of humanitarian crises, each CINC should be apprised of current development assistance programs, their progress towards completion and their contribution toward building national capabilities. Only if informed can the CINC hope to influence regional development prior to reaching the crisis stage. Additionally, if DOD assets can provide technical or managerial assistance, the CINC would be in a position to offer such aid. Each CINC could influence development programs by participating in DOS and USAID decision-making on these programs. this involvement, as is currently the case, the CINC has responsibility to 'engage' in issues which could lead to conflict, but is not engaged in those developmental issues most likely to lead to instability or humanitarian crisis.

To promote sustainable development abroad, the NSS identifies several means--private investment, unspecified foreign assistance, multilateral agency programs and global environmental agreements. These are insufficient. Private investment is generally focused on short-term profits, not long-term development. Multilateral efforts and global environmental

agreements are currently aimed at global environmental problems, not local development issues. Foreign assistance, if sufficient and efficiently applied, can be useful.

Support for sustainable development overseas is subject to diminishing resources. USAID's Sustainable Development Assistance has continuously declined as shown below: 32

FY 1996 Appropriation: \$1,617M FY 1997 Appropriation: \$1,132M FY 1998 Budget Request: \$998M

As a result of significant reductions in USAID staff and operating budget, USAID development assistance has been reduced from over 120 countries with 70 sustainable development programs in 1993 to approximately 75 countries with no more that 30 sustainable development programs by the year 2000. Given the current exponential population growth in the developing world and the acute development problems of Sub-Sahara Africa and CEE/NIS nations, the world situation should dictate an increase in foreign aid. Despite this increasing need, foreign aid is at its lowest level since after World War II and constitutes less than 1% of the federal budget.

The U.S. has also not met its obligations to international organizations that are grappling with sustainable development. While the U.N., through the Earth Summit and its plan for NCSDs, has established a framework to address national and regional

sustainable development, the U.S. continues to fail to meet its financial obligations to that institution. This includes the U.S. contribution to the World Bank, an institution that has been effective in promoting NEAPs and projects that incorporate environmental considerations.

There is no coherent U.S. strategy to promote sustainable development abroad. The ways do not prescribe a coordinated, interagency approach to address the national and regional development problems. The means are also inadequate, as budget cuts have forced USAID to cut to the lowest level since World War II. Additionally, the U.S. failure to pay its U.N. dues reduces funding for multilateral efforts (Global Bank and the Global Environmental Fund) which contribute to sustained development projects.

The NSS does not assign the military a role in addressing sustainable development issues. Likewise, the National Military Strategy emphasizes that the military provides fundamental security and assistance to civil initiatives, but rarely will become involved in the root causes of conflict. It is not sound policy to remain uninvolved while the military has capabilities which could influence the outcome. Without assuming the role of lead agency, the military has much to offer:

- Capability to analyze intelligence products to determine trends in the environment or the impact of natural disasters.
- Program management skills that could provide the
 management expertise to track development assistance
 projects, identify and seek resolution of technical
 problems, and focus available resources in a prioritized,
 efficient manner.
- Technical expertise and overseas contracting experience in the Corps of Engineers. The Corps has a wealth of talent in those same priority issues listed above, particularly water resource management and pollution cleanup. As with Corps projects, funding for Corps assistance would be included in appropriated, project funds (i.e. specific USAID projects) or provided on a reimbursable basis from the requester.
- Regional presence coupled with the skills to train national military and environmental leaders.

The military is already promoting environmental awareness with foreign militaries and supporting defense environmental cooperation.³⁵ It should also be an informed partner with USAID in providing regional development assistance.

As a result of its mission and federal-lead authorities, USAID is supporting several environmental projects overseas. However, its approach has not included sufficient interagency cooperation or the participation of DOD. State Department's non-participation in the EPA/DOE/DOD MOU is evidence of the lack of cooperation between federal agencies. Regional CINCs are not participants with USAID and State in establishing development programs, nationally or regionally. If a humanitarian crisis emerges, the CINC is at a disadvantage because he has not participated in the development issues that led to the crisis and lacks the background needed to craft an effective response plan.

In summary, the U.S. does not have a comprehensive, focused strategy to address the growing problem of sustainable development. It focuses too much on global issues, which have negligible impact on local and regional problems; does not establish an interagency, international approach that would be able to apply all available resources and talent to the problem; and provides insufficient resources to a growing problem.

POLICY RECOMMENDATIONS

The following recommendations are made to modify current U.S. strategy as it pertains to sustainable development abroad.

Revise the NSS to (1) emphasize the humanitarian aspects of sustainable development, (2) stress the need to address regional and national environmental/natural resource issues and (3) emphasize the need for the lead agency, State Department, to establish an interagency, international approach.

DOD should coordinate with the State Department and the National Security Council to effect a change to the next NSS. The change should emphasize the humanitarian implications of failure to establish sustained development over the economic rationale. In order to attack the causes of sustainable development problems, local and regional problems should take precedent over global ones. Lastly, given the constrained resource environment only an interagency and international program can provide the necessary expertise and experience necessary to deal the myriad of complex development issues.

National Security Council should develop a Presidential Decision Directive that assigns responsibilities in the sustainable development area. Mhile it is clear that the State Department is primarily responsible for international relations and USAID has responsibility for managing U.S. foreign aid, it must be emphasized that these agencies must efficiently utilize the talents and expertise within the federal government using an

interagency approach. DOD has engagement responsibilities throughout the world and must work closely with other U.S. agencies to reduce duplication of effort and to coordinate policies into an effective, efficient program.

pod should develop policy concerning expectations for each regional CINC to incorporate into their TEP. DOD should direct that regional CINCs develop long-range plans that satisfy the NSS's intent of proactive engagement to prevent conflict. These plans should include the following:

- CINC representation in the DOS regional environmental hubs, charged with the missions of effecting interagency cooperation, oversight of sustainable development progress, tracking development project successes and failures, and identifying opportunities for further engagement. A Corps of Engineers program manager could provide the requisite expertise to establish sound program management, an understanding of environmental issues and technical assistance as required. For example, a program manager could follow this methodology:
 - (1) Obtain intelligence products and other data in order to conduct an assessment of development trends.

- (2) Provide this analysis to USAID in an attempt to develop consensus on the most pressing problems affecting the region and nations. Provide CINC input to the USAID program.
- (3) Establish a program management scheme within the regional hubs in order to track resource needs and expenditures, adherence to schedules, contract compliance, and technical difficulties. The focus should be to train host nation personnel to conduct these tasks.
- (4) Track multilateral and national efforts to achieve sustained development.
- (5) Keep the CINC involved and a partner to all decisions for developmental assistance. If a crisis develops, advise the CINC on the causes and recommend long term solutions.
- Emphasis that all engagement programs must include the objective of increasing national capacity through institution building and human resource development.
- Emphasis on the need for international cooperation in aiding developing countries to establish sustainable development.

DOD should support increased economic aid funding for developing nations. DOD, in coordination with DOS, should support increased funding for USAID development efforts.

CONCLUSION

Sustained development is a complex problem plaguing most of the developing world. It involves cultural, social, economic and political issues and inevitably can only be solved though sacrifice by some element of society. A nation's ability to resolve environmental and natural resource problems is a function of the strength of its institutions and the skills and abilities of its leaders. All development assistance must be designed to not only resolve the problem, but to build and strengthen these national capabilities.

USAID is the lead U.S. agency for all foreign developmental assistance. It has created a program with clear objectives and performance measures despite limited resources. It also has experience coordinating projects locally. While USAID must remain the lead agency, DOD must become proactive in establishing priorities and overseeing progress. Foreign assistance is not DOD's core competency, and this should not be a large mission increase for DOD. Increased program oversight and coordination by the CINCs should be directed. This will

require clearer direction from the National Command Authority, specific guidance to regional CINCs and additional resources to implement a more aggressive program. DOD must avoid taking the lead in this area, but must become a more active participant.

Word Count: 6613

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